

2023

# Unified Planning Work Program



JANESVILLE AREA

*Metropolitan Planning Organization (MPO)*

Technical Advisory Committee: September 28,  
2022

Approved by JAMPO Policy Board: October 24,  
2022

# 2023 Janesville Area MPO Unified Planning Work Program (UPWP)

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# Background

## Introduction

The *2023 Janesville Area MPO Unified Planning Work Program (UPWP)* illustrates the work activities that the Janesville Area Metropolitan Planning Organization (MPO) will perform in calendar year 2023. The Janesville Area MPO is the designated MPO for the Janesville, Wisconsin Metropolitan Planning Area (MPA).

Unified Planning Work Programs are developed by local agencies and municipalities through a public participation process, a Technical Advisory Committee (TAC), and ultimately adopted by a Policy Board. The MPO seeks input from local municipalities and agencies, as well as the Wisconsin Department of Transportation (WisDOT), the Federal Highway Administration (FHWA), and the Federal Transit Administration (FTA) to inform the *UPWP*.

The *UPWP* illustrates how the MPO will implement the *2020-2050 Long Range Transportation Plan (LRTP)* for the Janesville MPA, which was adopted by the MPO's Policy Board in May 2021 in accordance with the federal *Fixing America's Surface Transportation (FAST) Act*.

## About the UPWP

The goal of the *2023 UPWP* is to coordinate transportation projects and provide direction for transportation planning in the Janesville Area MPA in 2023. The MPA covers the Cities of Janesville and Milton, and parts of the Townships of Harmony, Milton, Janesville, La Prairie, and Rock. A map of the MPA, urbanized area, and municipal boundaries is located in [Figure 1<sup>1</sup>](#).

The MPO is governed by a Policy Board consisting of the seven Janesville City Council members, the Janesville City Manager, the Mayor of Milton, a member from the Rock County Board of Supervisors, a representative from the WisDOT Southwest Region Office, and the chairs from the five member townships.

MPO planning funds are allocated to the Janesville Area MPO through a cost-sharing formula that is 80.0% federal, 3.9% state, and 16.1% local funds. The local funds are provided almost

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<sup>1</sup> Page 6

exclusively through the City of Janesville General Fund. The Janesville Area MPO also utilizes the services of Janesville city staff, consultants, and interns as appropriate.

There are four elements to the 2023 *UPWP*: Program Administration, Long Range Transportation Planning, Short Range Transportation Planning, and the *Transportation Improvement Program (TIP)*.

## Organization & Structure

The Janesville Area MPO is authorized under a 2017 *Cooperative Agreement for Continuing Transportation Planning for the Janesville Metropolitan Planning Area* (referenced later in this document) *between Janesville Area MPO, the State of Wisconsin Department of Transportation (WisDOT), the City of Janesville (Transit Operator), and by Section 134, Title 23, United States Code (23 USC 134)*.

The planning process is implemented through a committee structure. A Technical Advisory Committee (TAC) forwards recommendations to the Policy Board for consideration. Ad hoc subcommittees may be formed for specific projects or studies. Subcommittees report to the TAC. The roles of the TAC and MPO Policy Board are described below:

- **Technical Advisory Committee** – The TAC reviews, studies, and makes recommendations related to technical issues affecting study priorities and the transportation planning and programming process. The TAC is comprised of individuals representing the following agencies, organizations, and municipalities:
  - Janesville City Manager’s Office
  - Janesville Public Works Department
  - Janesville Engineering Division
  - Janesville Planning Division
  - Janesville Transit System
  - Milton City Administration
  - Milton Public Works
  - Rock County Planning, Economic, and Community Development Department
  - Rock County Public Works – Highway Division
  - Rock County Board of Supervisors
  - Stateline Area Transportation Study (SLATS) MPO
  - WisDOT
  - FHWA (Non-Voting)
  - FTA (Non-voting)
  - Rock Trail Coalition (Non-Voting)
  - Wisconsin & Southern Railroad (Non-voting)
  - Town of Harmony
  - Town of Rock
  - Town of Janesville
  - Town of La Prairie
  - Town of Milton

- **MPO Policy Board** – The Policy Board is responsible for establishing overall policy decisions related to transportation funding priorities and monitoring the direction of studies of transportation conditions in the MPA. The Policy Board meets annually to approve the *UPWP* and *Transportation Improvement Program (TIP)*, then as needed in order to approve amendments to the *TIP* and consider other business items. Members of the Policy Board are listed earlier in this document prior to the Table of Contents.

## **Self-Certification with the Metropolitan Planning Process**

The MPO includes self-certification of the metropolitan planning process in accordance with 23 CFR 450.334(a) within the resolution adopting the UPWP. The Janesville Area MPO certifies that the metropolitan planning process is being carried out in accordance with all applicable requirements, including:

### **23 USC 134 and 49 USC 5303**

- Current Documentation and approvals include the following:
  - **Transportation Plan (LRTP); 2020-2050 Long Range Transportation Plan;** adopted May 10, 2021;
  - **Transportation Improvement Program (TIP), 2022-2027 Transportation Improvement Program;** approved on October 25, 2021;
  - **Unified Planning Work Program (UPWP); Janesville Area MPO Unified Planning Work Program;** approved on October 25, 2021;
  - **Public Participation Plan (PPP); Public Participation Plan;** approved on November 29, 2017;
  - **MPO Cooperative Agreement;** WisDOT, Janesville Area MPO, and Janesville Transit System; March 3, 2017; and
  - **Metropolitan Planning Area Boundary;** Approved by the MPO and WisDOT on August 14, 2017.

### **In non-attainment and maintenance areas, Sections 174 and 176 (c) and (d) of the Clean Air Act as amended (42 USC 7504, 7506 (c) and (d)) and 40 CFR part 93**

- This requirement does not directly apply to the Janesville Area MPO as the MPA is not located in a non-attainment or maintenance area.

### **Title VI of the Civil Rights Act of 1964, as amended (42 USC 2000d-1) and 49 CFR Part 21**

- The MPO complies with this requirement through policies identified in the *Public Participation Plan* adopted on November 29, 2017, *Environmental Consultation Plan* adopted in November 2007, and the *Janesville Area MPO Title VI Agreement* between the MPO and WisDOT.

49 USC 5332, prohibiting discrimination on the basis of race, color, creed, national origin, sex, or age in employment or business opportunity

- The MPO complies with this requirement through policies identified in the *Public Participation Plan* adopted on November 29, 2017, *Environmental Consultation Plan* adopted in November 2007, and the *Janesville Area MPO Title VI Agreement* between the MPO and WisDOT.

Section 1101(b) of the FAST Act (Pub. L. 114-357) and 49 CFR part 26 regarding the involvement of disadvantaged business enterprises in DOT-funded projects

- The Janesville Area MPO will follow WisDOT's federal approved Disadvantaged Business Enterprises (DBE) program when soliciting contractors to complete MPO projects using federal MPO planning funds.

23 CFR part 230, regarding the implementation of an equal opportunity program on Federal and Federal-aid highway construction contracts

- This requirement does not directly apply to the Janesville Area MPO as the MPO is not involved in federal or federal-aid highway construction contracts. The Janesville Area MPO does operate under the City of Janesville's *Equal Opportunity in Employment and Service Delivery*.

The Older Americans Act, as amended (42 USC 6101), prohibiting discrimination on the basis of age in programs or activities receiving Federal financial assistance

- The Janesville Area MPO complies with this requirement through policies identified in the *Public Participation Plan* adopted on November 29, 2017, *Environmental Consultation Plan* adopted in November 2007, and the *Janesville Area MPO Title VI Agreement* between the MPO and WisDOT, and through the City of Janesville's *Equal Opportunity in Employment and Service Delivery*.

Section 324 of Title 23 USC regarding the prohibition of discrimination based on gender

- The Janesville Area MPO complies with this requirement through policies identified in the *Public Participation Plan* adopted on November 29, 2017, *Environmental Consultation Plan* adopted in November 2007, and the *Janesville Area MPO Title VI Agreement* between the MPO and WisDOT, and through the City of Janesville's *Equal Opportunity in Employment and Service Delivery*.

Section 504 of the Rehabilitation Act of 1973 (29 USC 794) and 49 CFR part 27 regarding discrimination against individuals with disabilities

- The Janesville Area MPO complies with this federal requirement through the policies and actions identified in the *Public Participation Plan* approved on November 29, 2017. Policies and procedures are posted on the MPO website at <http://www.ci.janesville.wi.us/government/departments-divisions/public-works/planning->

[services/metropolitan-planning-organization-mpo/mpo-document-library](#) and in the City of Janesville Planning Division Office.

Resolution 2021-07, which adopts the *Unified Planning Work Program* for the Janesville Area MPO, is included in **Appendix A**. The signed Self-Certification is located in **Appendix D**.

## Equality in Transportation Planning

The Janesville Area MPO is committed to the equal distribution of transportation programs and services. A *Non-Discrimination Agreement between the MPO and WisDOT* was signed in 2021. The agreement assures that no person shall on the grounds of race, color, national origin, and sex, be excluded from participation in, be denied the benefits of, or otherwise subjected to discrimination under any program or activity conducted by the MPO. The MPO Coordinator is the Title VI Coordinator responsible for initiating and monitoring Title VI activities and preparing required reports. The *Title VI Program and Non-Discrimination Agreement* may be viewed on the City of Janesville's website: <http://www.ci.janesville.wi.us/home/showdocument?id=3201>.

### Public Participation

- The MPO published its *Public Participation Plan (PPP)* in 2017. The 2022 *UPWP* was developed according to the *PPP* and all activities will be carried out in accordance with the *PPP*. The *PPP* may be found in the MPO document library here: <http://www.ci.janesville.wi.us/home/showdocument?id=8016>.

### Cooperative Agreement

- The *Cooperative Agreement between the State of Wisconsin, Janesville Transit System, and the Janesville Area MPO* was signed in 2017. The signed agreement may be found in the MPO document library at this link: <http://www.ci.janesville.wi.us/home/showdocument?id=8012>.

## Work Program Changes & Amendments

If unanticipated changes in funding or work activities occur during the calendar year, the MPO may need to amend the *UPWP*. The magnitude of the change determines the need for an amendment. An amendment to the *UPWP* is required if changes meet any of the following criteria:

- **Funding** – It becomes necessary to 1) add additional funds to perform existing or additional *UPWP* activities; 2) reduce funds or delete *UPWP* activities; and/or 3) transfer funds from one *UPWP* element to another element, in an amount equal to or greater than ten percent of the total *UPWP* programmed budget (i.e., \$21,000 or more).

- **Work Activities** – When there will be a significant change in work activities (e.g., change from having staff perform *UPWP* activities to hiring a consultant to perform *UPWP* activities, or a significant change in scope of work activities within a specific work element).
- **FHWA Approval Letter Contingencies** – Any additional contingencies included in the FHWA *UPWP* approval letter.

#### Work Program Amendment Process

Similar to the annual *UPWP*, a draft copy of the *UPWP* Amendment should be sent to the following individuals for comment:

- MPO Planning Liaison (WisDOT)
- Travel Forecasting Liaison (WisDOT)
- Regional MPO Liaison (WisDOT)
- MPO/RPC Statewide Coordinator (WisDOT)
- Division Planning Representative (FHWA)
- Regional Representative (FTA)

After the MPO addresses review comments within the amendment, the MPO will obtain Policy Board approval through resolution and forward the amendment and resolution to WisDOT, FTA, and FHWA requesting final approval. *UPWP* amendments shall be forwarded to and approved by FHWA prior to incurring expenses subject to approval of the amendment.

The MPO will follow the *PPP* for public notice procedures prior to the Policy Board meeting. Notices in the local newspaper, website, and libraries will be distributed at least one week prior to the meeting.

#### **MPO Staff**

The City of Janesville Public Works Department coordinates the functions of the Janesville Area MPO. **Table 1** details staff responsibilities and workloads anticipated for 2023.

**Table 1: 2022 MPO Projected Staff Hours & Responsibilities**

<b>MPO Staff</b>	<b>Title</b>	<b>Planning Tasks</b>	<b>Percent of Hours Devoted to MPO</b>	<b>Budgeted Hours Devoted to MPO</b>
David Salmon	MPO Coordinator	Short & Long Range planning, Administration, Intergovernmental Coordination, TIP	76%	1581
Duane Cherek	Planning Director (MPO Director)	Short & Long Range Planning, Administration, Intergovernmental Coordination, TIP	12%	250
Ahna Bizjak	Assistant City Engineer	Short & Long Range Planning, Intergovernmental Coordination, TIP	8%	166
Brad Reents	City Engineer	Short & Long Range Planning, Intergovernmental Coordination, TIP	7%	146
Mike Payne	Public Works Director	Short & Long Range Planning, Administration, Intergovernmental Coordination, TIP	5%	104
Lisa Wolf	Senior Engineer	Short Range Planning	2%	42
Karissa Chapman	Engineer (Traffic)	Short Range Planning	3%	62
Emily Moccero	Engineer	Short Range Planning	1%	21
Greg Skemp	Engineer	Short Range Planning	1%	21
James Yager	Engineer Tech	Short Range Planning	3%	62
Rebecca Smith	Transit Director	Transit Service Planning, TIP	3%	62

**Table 1: 2022 MPO Projected Staff Hours & Responsibilities**

<b>MPO Staff</b>	<b>Title</b>	<b>Planning Tasks</b>	<b>Percent of Hours Devoted to MPO</b>	<b>Budgeted Hours Devoted to MPO</b>
Jennifer McIlhone	Assistant Transit Director	Transit Service Planning, TIP	1%	21
Tera Barnett	Secretary	GIS (long-range), Administrative Support	3%	62
Brian Schweigl	Senior Planner	Short Range Planning	2%	42
Trae Meyer	Associate Planner	Short-Range Planning	2%	42
Kirby Benz	GIS Coordinator	GIS (long-range)	5%	104
Zach Pennycook	GIS Specialist	GIS (long-range)	5%	104
Seasonal Intern	MPO Intern	Short & Long Range Planning, TIP	100%	600
Seasonal Intern	Engineering Intern	Short Range Planning	100%	600

## Janesville Area MPO Meeting Schedule

<b>Table 2: Tentative MPO Meeting Dates</b>			
<p style="text-align: center;"><b>January</b></p> <p>WisDOT MPO/RPC Directors Meeting</p> <p>MPO Technical Advisory Committee Meeting</p>	<p style="text-align: center;"><b>April</b></p> <p>WisDOT MPO/RPC Directors Meeting</p> <p>MPO Technical Advisory Committee Meeting</p>	<p style="text-align: center;"><b>July</b></p> <p>WisDOT MPO/RPC Directors Meeting</p> <p>MPO Policy Board Meeting</p>	<p style="text-align: center;"><b>October</b></p> <p>WisDOT/MPO/RPC Conference</p> <p>MPO Technical Advisory Committee Meeting</p>
<p style="text-align: center;"><b>February</b></p> <p>MPO Policy Board Meeting</p>	<p style="text-align: center;"><b>May</b></p> <p>MPO Policy Board Meeting</p>	<p style="text-align: center;"><b>August</b></p>	<p style="text-align: center;"><b>November</b></p> <p>MPO Policy Board Meeting</p>
<p style="text-align: center;"><b>March</b></p>	<p style="text-align: center;"><b>June</b></p>	<p style="text-align: center;"><b>September</b></p> <p>Fall Work Program Meeting</p>	<p style="text-align: center;"><b>December</b></p> <p>Fall Work Program Meeting</p>

All TAC meetings are tentatively scheduled for 10:00 A.M. in Room 416 in Janesville City Hall. MPO Policy Board meetings, correspondingly, are tentatively held in Room 416, twenty or more days after the corresponding TAC meeting. Meetings will continue to be held in an entirely virtual or hybrid format for an undetermined period of time, depending on the status of the Covid-19 Pandemic.

All meetings hosted by the MPO are tentatively scheduled. To confirm the meeting date, time, and location, agendas and information packets will be sent out to all members of the TAC and Policy Board at least one week prior to the meeting.

### Planning Priorities, Metropolitan Planning Factors & Planning Emphasis Areas

The Federal *FAST Act* establishes the planning factors that MPOs must consider when developing transportation plans and programs. The ten metropolitan planning factors include the following:

1. Support the economic vitality of the metropolitan area, especially by enabling global competitiveness, productivity, and efficiency.

2. Increase the security of the transportation system for motorized and non-motorized users.
3. Increase the safety aspects of the transportation system for its users.
4. Increase the accessibility and mobility options available to people and for freight.
5. Protect and enhance the environment, promote energy conservation, and improve quality of life.
6. Enhance the integration and connectivity of the transportation system, across and between modes, for people and freight
7. Promote efficient system management and operations.
8. Emphasize the preservation of the existing transportation system.
9. Improve the resiliency and reliability of the transportation system and reduce or mitigate stormwater impacts of surface transportation
10. Enhance travel and tourism.

<b>Table 3: Janesville Area MPO Activities in Relation to FAST Act Planning Factors</b>										
<b>MPO Elements and Activities</b>	<b>Metropolitan Planning Factors</b>									
	<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>5</b>	<b>6</b>	<b>7</b>	<b>8</b>	<b>9</b>	<b>10</b>
L RTP FAST Act Compliance	✓	✓	✓	✓	✓	✓	✓	✓	✓	
L RTP Implementation	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Bicycle & Pedestrian Plan Implementation	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Urbanized Area & Planning Boundary Maps						✓	✓	✓		
Performance Measures	✓	✓	✓			✓	✓	✓	✓	
State Highway Safety Planning	✓		✓		✓	✓	✓	✓	✓	✓
Standardizing Operations and Maintenance Issues	✓	✓	✓		✓	✓	✓	✓	✓	✓
Janesville Area MPO Assistance	✓	✓	✓	✓	✓	✓	✓	✓	✓	
Transportation Improvement Program	✓				✓	✓	✓	✓	✓	
Unified Planning Work Program	✓	✓	✓	✓	✓	✓	✓	✓		
Administration and Outreach	✓	✓	✓	✓	✓	✓	✓			✓

In March 2015, FHWA and FTA jointly issued Planning Emphasis Areas (PEAs). The PEAs are planning topical areas that should be emphasized as MPOs develop Unified Planning Work Programs. Tasks that meet the PEAs are indicated appropriately in the *UPWP*. The PEAs for Federal FY 2023 include the following:

MAP-21 Implementation

**Transition to Performance Based Planning and Programming** – The development and implementation of a performance management approach to transportation planning and programming that supports the achievement of transportation system performance outcomes.

Regional Models of Cooperation

**Promote cooperation and coordination across MPO boundaries and across State boundaries where appropriate to ensure a regional approach to transportation planning** – This is particularly important where more than one MPO or State serves an urbanized area or adjacent urbanized areas. This cooperation could occur through the metropolitan planning agreements that identify how the planning process and planning products will be coordinated, through the development of joint planning products, and/or by other locally determined means. Coordination across MPO and across State boundaries includes the coordination of transportation plans and programs, corridor studies, and projects across adjacent MPO and State boundaries. It also includes collaboration among State DOT(s), MPOs, and operators of public transportation on activities such as: data collection, data storage and analysis, analytical tools, and performance based planning.

Ladders of Opportunity

**Access to essential services** – As part of the transportation planning process, identify transportation connectivity gaps in access to essential services. Essential services include housing, employment, health care, schools/education, and recreation. This emphasis area could include MPO and State identification of performance measure and analytical methods to measure the transportation system's connectivity to essential services and the use of this information to identify gaps in the transportation system connectivity that preclude access of the public, including traditionally underserved populations, to essential services. It could also involve the identification of solutions to address those gaps.

# 2023 UPWP Activities

## Summary of Major 2022 Accomplishments

- Completed the *2023-2028 TIP* and the *2023 UPWP*.
- Processed numerous amendments to the *2022-2027 TIP*.
- Began implementation of the *Janesville Area 2020-2050 Long-Range Transportation Plan*.
- Attended WisDOT directors' meetings.
- Updated Public Participation Plan to account for virtual public engagement efforts during the COVID-19 pandemic.
- Successfully awarded two grants for development of 1.4 miles of a new multi-use trail called the Fisher Creek Trail; from Rockport Rd to Dartmouth Rd.
- Successfully coordinated three different local governments applications for funds to improve local roads using supplemental STP funding provided by the BIL.
- Completed *2022 Trail User Count & Survey* for the City of Janesville.
- Implementation of *2017 Transit Development Plan*.
- Completed update of *JTS Transit Development Plan*.
- Collected and analyzed performance data for indicators with updated data.
- Participated in Rock County Transportation Coordinating Committee Meetings.
- Participated in Rock County Traffic Safety Committee Meetings.
- Evaluated transportation facilities for ADA compliance within the public right-of-way in the City of Janesville (ongoing).
- Provided technical and administrative support to JTS, Rock County, and the City of Milton regarding funding opportunities provided by the Bipartisan Infrastructure Law.
- Updated Title VI documentation and JTS/MPO Language Assistance Plan.
- Held public information meetings in relation to TIP and Work Program.
- Facilitated stakeholder engagement(s) regarding multi-use trail planning.

Current work activities identified in the *2022 UPWP* are expected to be completed by December 31, 2022. MPO Staff are seeking an extension to use funds into 2023 to complete two contract services that were delayed due to significant staffing changes in the MPO and City of Janesville.

## Key Components of the 2023 UPWP

- Complete contract services initiated under 2022 UPWP and expected to be completed by May 31<sup>st</sup>, 2023: *Create GIS files to conduct Active Transportation Network Analysis in the USH 14/STH 26 area and Study of traffic operations and road safety at intersections and corridors recommended for further study in the 2022 City of Janesville Road Safety Plan* (contract services).
- Implementation of *2020-2050 LRTP* policies and projects.
- Implementation of *2022 Transit Development Plan*.
- Conduct *2023 Downtown Parking Study* in the City of Janesville.
- Conduct *Study of traffic operations and road safety at intersections and corridors recommended for further study in the 2022 City of Janesville Road Safety Plan* (contract services).
- Contract *John Paul Rd Bicycle Corridor Study* (contract services).
- Contract expansion of MPO Hub Site to include integrated public engagement platform (contract services).
- Prepare carbon reduction strategies for the Janesville Area MPO.
- Provide technical assistance to members of the MPO.
- Continue bicycle/pedestrian facility planning.
- Continue to gather and update information needed for GIS system.
- Continue to track and evaluate performance measures for those indicators that will be updated in 2023.
- Continue self-evaluation of transportation facilities in the City of Janesville for ADA Compliance, including off-road facilities.
- Conduct assessment of area road conditions to update PASER ratings.
- Assist participating communities in identifying and seeking funding for eligible projects.
- Work with Janesville and Beloit Transit System to identify sustainable solutions for the ongoing operation of Beloit-Janesville Express.
- Participate in Rock County Transportation Coordinating Committee meetings.
- Assist with update to and implementation of recommendations of the *Rock County Coordinated Transportation Plan*.
- Set and adopt 2023 Public Transportation Agency Safety Target.
- Participate in quarterly meetings of the Rock County Traffic Safety Commission, which reviews crashes and considers safety improvements.
- Participate in quarterly MPO/FHWA/WisDOT Director meetings to discuss planning, policy, financial, and technical issues and concerns.
- Prepare *2024-2029 TIP*.
- Prepare *2024 UPWP* and Budget.

- Work with WisDOT to implement Connections 2030, Wisconsin’s comprehensive long-range multimodal transportation plan. <sup>2</sup>
- Work with WisDOT to implement *State Freight Plan* and *State Highway Plan*. <sup>3</sup>
- Work with WisDOT on development of statewide transportation plans including *Connect 2050*, *Wisconsin Rail Plan 2050*, and other planning efforts such as Transportation Demand Management.
- Assist WisDOT with grant applications, if needed.
- Attend applicable conferences and webinars, including the annual MPO/RPC conference and Wisconsin APA conference.

Table 4: 2022 Janesville Area MPO Budget Summary					
WORK PROGRAM ELEMENTS	BUDGET		FUNDING SOURCE		
	Total Dollars	Percent of Budget	FHWA (80%)	WisDOT (3.6%)	Local (16.4%)
100 Program Administration	\$50,113	22%	\$40,090	\$1,816	\$8,207
200 Long Range Transportation Planning	\$46,254	21%	\$37,003	\$1,676	\$7,575
300 Short Range Transportation Planning	\$124,007	55%	\$99,206	\$4,494	\$20,307
400 Transportation Improvement Program	\$4,625	2%	\$3,700	\$168	\$757
<b>Total</b>	<b>\$224,999</b>	<b>100%</b>	<b>\$179,999</b>	<b>\$8,154</b>	<b>\$36,846</b>

### Program Element 100: Program Administration

#### Objective

Administrative activities include support to the Technical Advisory Committee and Policy Board, interagency coordination, professional training, *UPWP* and quarterly financial report development, technical support/local assistance, and general administration related to all projects (except *TIP* administration).

<sup>2</sup> Ibid.

<sup>3</sup> Ibid.

**Table 5: 100 Program Administration**

ACTIVITY		OUTCOME	BUDGET	STAFF HOURS	SCHEDULE
Coordination	1	Prepare agendas and minutes for TAC & Policy Board	\$15,233	404	January - December
	2	Meeting preparation and coordination			
	3	Distribute public notice/public information			
	4	Attend MPO Director meetings			
	5	Assist WisDOT with grant applications			
	6	Information and outreach			
	7	Attend adjoining municipalities' meetings			
Work Program	8	Prepare four quarterly reports and invoices	\$8,788	233	January – December
	9	Prepare draft Work Program			August – November
	10	Update annual MPO Self-Certification per FHWA guidance			January - December
	11	Attend meeting with WisDOT to review Work Program			September-October
Travel & Training	12	Attend planning workshops and training	\$5,273	140	January - December
	13	Professional memberships, registration fees, and certifications			
	14	Attend GIS training and workshops.			
Program Expense	15	MPO technology supplies including computers, telephones, bike/ped monitoring equipment, traffic monitoring equipment, tablets for engagement, postage, software, printing, etc. Training fees and membership dues. This is direct non-labor cost.	\$20,818	Expense Only	January - December
<b>Total</b>			<b>\$50,113</b>	<b>777</b>	

## Program Element 200: Long-Range Transportation Planning

### Objective

The Long-Range Transportation Planning element covers preparation and distribution of data and reports related to the *Janesville Area Long Range Transportation Plan*, critical area planning, local staff support for highway & interstate corridor studies, further development of the GIS system, and other long-range planning efforts including projects relating to Carbon Reduction and priority planning areas such as the riverfront, downtown, transit, and environmental justice.

Table 6: 200 Long-Range Transportation Planning					
ACTIVITY	OUTCOME		BUDGET	STAFF HOURS	SCHEDULE
Long-Range Planning	1	Land use planning and forecasting.	\$46,254	1,227	January - December
	2	Provide the members of the MPO with technical assistance as needed. (map creation, data collection, data maintenance, document summarization, etc.)			
	3	Coordinate with WisDOT on MAP-21/FAST Act performance measurements and establishment of State and MPO Performance Targets.			
	4	Collect data for performance measures and evaluate transportation system			
	5	Assist City of Janesville Planning Division with Comprehensive Plan Update as needed			
	6	Prepare a carbon reduction plan to utilize funding provided to the Janesville Area MPO as part of the Carbon Reduction Program for FFY23-FFY26			
	7	Explore creating a local electric vehicle charging infrastructure plan as part of MPO carbon reduction strategies			
GIS Management	8	Develop & maintain data layers pertinent to the MPO (urbanized areas, equity areas, community destinations land use data)			

	9	Create base maps to be used in current and future MPO projects			
	10	Update data and maps as needed (centerline files, city boundaries, town parcels, transit routes, sidewalk, trail, etc.)			
	11	Maintain MPO online presence including presentation of performance measures, TIP, LRTP, UPWP, and public engagement tools			
Equity	12	Map locations of minority, low-income, elderly, and disabled groups of the metropolitan planning area*			
	13	Improve upon methods for assessing the quantitative impact of transportation projects and public transportation services on disadvantaged communities.			
	14	Explore new ways to establish ongoing engagement with minority, low-income, elderly and disabled populations			
	15	Maintain DBE and Title VI Program as required by FHWA, FTA.			
<b>Total</b>			<b>\$46,254</b>	<b>1,227</b>	
<i>* Indicates designated Planning Emphasis Area</i>					

## Program Element 300: Short-Range Transportation Planning

### Objective

The Short-Range Transportation Planning element entails implementation of the *Long Range Transportation Plan*, including activities such as data collection, traffic counts, bike/ped monitoring, public surveys, research, graphic design for MPO reports and meetings, transportation report preparation, transit marketing consultation, and traffic studies. Short-Range Planning activities may be conducted by interns, temporary staff, or consulting firms.

**Table 7: 300 Short-Range Transportation Planning**

ACTIVITY	OUTCOME		BUDGET	STAFF HOURS	SCHEDULE
Bike and Pedestrian Planning	1	Host a quarterly stakeholder meeting and support ongoing public engagement	\$20,722	550	January - December
	2	Coordinate planning efforts for improvements to priority bicycle corridors and trail/road crossings			
	3	Complete a study of John Paul Rd Bike Corridor and Milton Ave Bike Corridor.			
	4	Implement new digital bike, ped data collection system			
	5	Explore deployment of on-street bicycle infrastructure as part of MPO carbon reduction strategies			
	6	Staff support for completion of 2022 UPWP activity and contract service: Create GIS files to conduct Active Transportation Network Analysis in the USH 14/STH 26 area			
Traffic, Intersection, Parking, Corridor Studies, State Projects & Technical Assistance	7	Conduct/coordinate/review traffic and intersection studies related to development and redevelopment	\$41,444	1,100	January - December
	8	Prepare a pilot intersection safety risk assessment project			
	9	Participate in Rock County Safety Committee			
	10	Provide assistance to WisDOT regarding state projects (attend meetings, supply data, review docs, provide MPO plans, etc.)*			
	11	Prepare funding information and grant applications.			
	12	Provide plan assistance in low-income and minority areas.*			

	13	Prepare and/or assist with miscellaneous studies and other activities		
	14	Staff support for completion of 2022 UPWP activity and contract service: Study of traffic operations and road safety at intersections and corridors recommended for further study in the 2022 City of Janesville Road Safety Plan – Mt. Zion Ave Corridor		
	15	Study of traffic operations and road safety at intersections and corridors recommended for further study in the 2022 City of Janesville Road Safety Plan	\$25,000	contract services
	16	John Paul Rd Bicycle Corridor Study	\$15,000	contract services
	17	MPO Hub Site: Public Engagement Tools Development	\$10,000	contract services
Transit Planning	18	Assist with grant preparation	\$11,841	314
	19	Assist with planning for sustainable operations of the Beloit-Janesville Express		
	20	Explore ways to encourage transportation mode shift to public transportation and micro-mobility as part of MPO carbon reduction strategies		
	21	Continue to pursue grant funding for electric buses as part of MPO carbon reduction strategies		
	22	Assist with developing public info materials such as maps for route detours		
	23	Implement recommendations from 2022 Transit Development Plan		
	24	Participate in Rock County Transportation Coordination Committee (TCC)*		
	25	Assist with development of Rock County Coordinated Public Transit Human Service Plan		
<b>Total</b>			<b>\$124,007</b>	<b>1,964</b>
<i>*Indicates designated Planning Emphasis Area</i>				

## Program Element 400: Transportation Improvement Program

### Objective

The *Transportation Improvement Program (TIP)* is a six-year list of highway, transit, bicycle, and pedestrian projects in the Janesville MPA. All transportation projects receiving federal funding within the MPA must be included within the *TIP*. Projects are solicited from MPO member jurisdictions and incorporated into the document. The draft *TIP* is reviewed by the MPO TAC and private transportation providers, and the general public is invited to offer comments on the projects. The *TIP* is then forwarded to the Policy Board for final approval.

**Table 8: 400 Transportation Improvement Program**

ACTIVITY	OUTCOME		BUDGET	STAFF HOURS	Schedule
TIP	1	Request projects and project changes from jurisdictions	\$4,625	123	July
	2	Prepare Draft TIP in compliance with FAST Act			August
	3	Review Draft TIP with WisDOT, FHWA, TAC & Policy Board			August - October
	4	Complete public participation requirements as outlined in the <u>Public Participation Procedures*</u>			January - December
	5	Prepare Final TIP			October - November
	6	Amend TIP as needed.			As needed
	7	Evaluate and adjust TIP Prioritization Process as needed.			January - December
<b>Total</b>		<b>\$4,625</b>	<b>123</b>		

## 2022 UPWP Activities to be completed in 2023

Due to unique organizational staffing changes that occurred in 2022, MPO staff have sought an extension to use those funds by May 31<sup>st</sup>, 2023. These funds will track separately from the 2023 UPWP Budget per WisDOT guidance.

Table 9: 2022 UPWP Activities to be completed in 2023					
ACTIVITY	OUTCOME		BUDGET	STAFF HOURS	Schedule
Bicycle and Pedestrian Planning	1	Create GIS files to conduct Active Transportation Network Analysis in the USH 14/STH 26 area	\$15,000	Contract Services	Oct 2022 – May 2023
Traffic Operations and Road Safety Planning	2	Study of traffic operations and road safety at intersections and corridors recommended for further study in the 2022 City of Janesville Road Safety Plan: Mt. Zion Ave	\$15,000	Contract Services	
<b>Total</b>			<b>\$30,000</b>		

# Performance Management

The *FAST Act* requires that states and MPOs coordinate in establishing specific performance targets and collaboratively work toward meeting these established targets. To date, WisDOT has set, and the MPO has agreed to targets for safety, transit asset management, reliability, pavement, and bridge conditions.

All other performance and indicators below are set in the *2020-2050 Long Range Transportation Plan (LRTP)*. These measures are subject to change based on future targets that may be set by WisDOT and the MPO. Underlined items are targets established by FHWA, FTA, and WisDOT, and all other targets/objectives are established in the *LRTP*.

**Table 10: Adopted Performance Measures and Performance Indicators, Janesville Area MPO**

**FAST Act Goal:** *Support the economic vitality of the metropolitan area, especially by enabling global competitiveness, productivity, and efficiency*

Target/Objective	Mode Type	Indicator	Data Source	Data Frequency	Status
Increase in freight tonnage	Freight	Tons of freight shipped	Commodity Flow survey; Rock County Airport	Five years (LRTP)	Nothing to report
Increase in visitors using trail systems	Bicycle & Pedestrian	% of users living outside of City of Janesville	MPO Trail User Surveys and Counts	Three Years (Next: 2025)	16% of users live outside of Janesville
Increase in total trail usage	Bicycle & Pedestrian	Number of Trips per Year	MPO Trail User	Three Years	113% Increase in

**Table 10: Adopted Performance Measures and Performance Indicators, Janesville Area MPO**

			Surveys and Counts	(Next: 2025)	trips from 2019 to 2022
Increase in annual ridership	Transit	Number of annual unlinked passenger trips	Janesville Transit System	Annual	Decrease experienced in 2021

**FAST Act Goal:** *Emphasize the preservation of the existing transportation system*

Target/Objective	Mode Type	Indicator	Data Source	Data Frequency	Status
Decrease number of miles of street in poor or failed condition	All	PASER Ratings	WisDOT	Two Years (Next: 2023)	Decrease recorded
Maintain and preserve rail corridors	Freight	Number of miles of active and inactive rail	Janesville Area MPO	Five years (LRTP)	Nothing to report
Maintain the majority of trail mileage in fair or better condition	Bicycle & Pedestrian	Internal Ratings	City of Janesville DPW	TBD	To be determined
Average age of fleet less than ten years	Transit	Average age of bus fleet	Janesville Transit System	Ad hoc	Entirety of fleet replaced in the last three years
Replace structures rated below 50 within five years	Structure sufficiency ratings	WisDOT/FH WA/municipal ities	WisDOT	LRTP (Five Years)	One bridge outstanding

**FAST Act Goal:** *Promote efficient system management and operations*

Target/Objective	Facility Type	Indicator	Data Source	Data Frequency	Justification
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**Table 10: Adopted Performance Measures and Performance Indicators, Janesville Area MPO**

Maintain acceptable levels of service (LOS)	Freight, Streets, and Highways	LOS for designated truck routes and NHS routes	WisDOT travel model	Five Years (LRTP)	LOS maintained
Ensure acceptable levels of traffic congestion	Streets and Highways	LOS D or higher	WisDOT travel model	Five Years (LRTP)	Programmed and Planned projects expected to reduce or eliminate anticipated "E" and "F" LOS

**FAST Act Goal:** *Increase the safety aspects of the transportation system for its users.*

Target/Objective	Facility Type	Indicator	Data Source	Data Frequency	Status
Decrease rail collisions and derailments	Freight	Railroad-involved collisions and derailments	FRA, Office of Safety Analysis	Five Years (LRTP)	Goal Met
Reduction in injury crashes	Bicycle & Pedestrian	Number of total crashes	TOPS Lab WisTransP ortal	Annual	9% reduction in 5-year average
Two percent reduction in fatal crashes	Bicycle & Pedestrian	Number of total crashes	TOPS Lab WisTransP ortal	Annual	25% reduction in 5-year average

**Table 10: Adopted Performance Measures and Performance Indicators, Janesville Area MPO**

Five or fewer preventable accidents per year	Transit	Number of preventable accidents per year	Janesville Transit System	Annual	Target exceeded in 2021
Zero Fatalities	Transit	Number of Fatalities in a year	Janesville Transit System	Annual	Target met
Five or fewer safety events per year	Transit	Number of Safety Events in a Year	Janesville Transit System	Annual	Target exceeded in 2021
Reduce total motorized crashes	Streets & Highway	Number of total crashes	TOPS Lab WisTransP ortal	Annual	7% reduction in 5-year average
Reduce fatal motorized crashes	Streets & Highway	Number of total crashes	TOPS Lab WisTransP ortal	Annual	15% increase in 5-year average
Reduce motorized crashes resulting in injury	Streets & Highway	Number of total crashes	TOPS Lab WisTransP ortal	Annual	7% reduction in 5-year average
<b>FAST Act Goal:</b> <i>Increase the security of the transportation system for motorized and non-motorized users.</i>					
Target/Objective	Facility Type	Indicator	Data Source	Data Frequency	Status
Perception of Safety on Trails	Bicycle & Pedestrian	Survey of Users	MPO Trail User counts and surveys	Three years (upcoming: 2025)	93% of users feel trails are 'Safe or Very Safe'
Secure Park & Ride locations	Streets & Highway	Number of calls for police service	JPD	Variable	No activity of note

**Table 10: Adopted Performance Measures and Performance Indicators, Janesville Area MPO**

**FAST Act Goal:** *Increase the accessibility and mobility options available to people and for freight.*

Target/Objective	Facility Type	Indicator	Data Source	Data Frequency	Status
Five percent reduction in sidewalk gaps every five years	Bicycle & Pedestrian	Miles of planned or recommended sidewalk	MPO	Every L RTP (Five Years)	Over Five percent increase in sidewalk mileage
0.86 miles/year of new trail	Bicycle & Pedestrian	Number of miles and trails	MPO	Every L RTP (Five Years)	Over 0.86 miles/year of new trail construction completed
Service within ¼ miles of at least 90 percent of the populated areas within JTS service area	Transit	GIS, Census Black Data	U.S. Census Bureau	Ten Years	Transit stops accommodate 71% of the population of the JTS Service area under the quarter-mile metric
Service 6:15 AM – 6:15 PM M-F; 8:45 AM – 6:15 PM	Transit	Revenue hours of service	Janesville Transit System	Every Five Years (TDP)	Standard Achieved
Headways 60 minutes or less for regular service	Transit	Revenue hours of service	Janesville Transit System	Every Five Years (TDP)	Standard Achieved
0.4 miles/year of new bike lanes	Streets & Highway/Bicycle & Pedestrian	Number of miles in bike lanes	MPO	As constructed	Met goal over the past 5-years

**FAST Act Goal:** *Enhance the integration and connectivity of the transportation system, across and between modes, for people and freight*

Target/Objective	Facility Type	Indicator	Data Source	Data Frequency	Status
All public transit buses equipped with bike racks in ten years	Transit; Bicycle & Pedestrian	Percentage of buses with bike racks	Janesville Transit System	Variable	All buses equipped with bike racks
Encourage Park-and-Ride locations	Streets & Highways	Number of Park and Ride Locations	WisDOT/MPO	Variable	One Park-and-Ride Location within the MPA

**FAST Act Goal:** *Protect and enhance the environment, promote energy conservation, and improve quality of life.*

Target/Objective	Facility Type	Indicator	Data Source	Data Frequency	Status
Minimize the adverse impacts of freight impacts of freight projects on Environmental Justice populations	Freight	Railroad crashes; proximately active rail traffic	U.S. Census Bureau	Annual	N/A
Increase biking and walking as mode to work over ten years	Bicycle & Pedestrian	ACS/U.S. Census	U.S. Census/FHWA	Annual	No change in biking or walking as mode to work over ten years
All public transit buses using clean diesel fuel	Transit	Percentage of buses using Clean Diesel Fuel	Janesville Transit System	Annual	All buses are clean diesel fuel as of 2022

Improve Air Quality	Streets & Highways	Air Quality Index	U.S. EPA	Annual	Air quality is not impaired in Rock County
Ensure acceptable levels of traffic congestion	Streets & Highways	LOS "D" or higher	WisDOT Travel Demand Model	Five Years (LRTP)	Programmed and planned roadway projects projected to reduce/eliminate "E" and "F" LOS

# Appendix A: Resolution Adopting the 2023 UPWP

## Resolution 2022-05

### A Resolution Adopting the 2023 Unified Planning Work Program for the Janesville Metropolitan Planning Area

**WHEREAS**, the Janesville Area Metropolitan Planning Organization Policy Board is recognized by the Governor of Wisconsin, the Federal Highway Administration (FHWA) and the Federal Transit Administration (FTA) as the urban transportation planning policy body with responsibility for carrying out the urban transportation planning process in accordance with federal regulations.

**NOW THEREFORE BE IT RESOLVED**, that the Policy Board of the Janesville Area Metropolitan Planning Organization adopts the *2023 Unified Planning Work Program* for the Janesville Metropolitan Planning area as being consistent with the *Janesville Area 2020-2050 Long-Range Transportation Plan*; and the Janesville Transit System's *Transit Development Plan* of 2018.

**BE IT FURTHER RESOLVED**, that the Policy Board certifies that the requirements of Section 134 of Title 23, CFR 450 (the Federal Transit Administration's and Federal Highway Administration's regulations for urban transportation planning), Title VI of the *Civil Rights Act* of 1964 and the Title VI assurance executed by the State of Wisconsin under 23 U.S.C. 140 and 29 U.S.C. 794, the *Fixing America's Surface Transportation (FAST) Act* (P.L. 114-94), and all applicable ADA requirements are met.

**AND BE IT FURTHER RESOLVED**, that the Janesville Area Metropolitan Planning Organization Policy Board approves the *2023 Unified Planning Work Program*.

**ADOPTED:** \_\_\_\_\_

**APPROVED:** \_\_\_\_\_  
(Chair, MPO Policy Board)

**ATTEST:** \_\_\_\_\_  
(MPO Director)

# Appendix B: Janesville Area MPO Cost Allocation Plan

This Plan describes how costs incurred by the City of Janesville are charged to the MPO. The MPO is housed within the Public Works Department of the City of Janesville. The MPO is located on the third floor of Janesville City Hall, and City employees carry out the planning activities of the MPO. MPO Costs include salary and benefits of city employees, telephone, printing, supplies, software, postage, and building costs. The City of Janesville seeks reimbursement for MPO related costs on a quarterly basis.

## Personnel

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Personnel charges are directly applied to the MPO based on actual hours worked at each employee's fully burdened (salary & benefits) pay rate. Hours charged to the MPO are tracked using itemized timesheets.

## Postage

---

All postal charges are attributed to the designated accounts at the time of mailing. This is accomplished using paper tags attached to each mailing that assign the costs to the appropriate department.

## Telephone

---

Telephone expenses are directly allocated based on the number of lines. The MPO has two lines, therefore the MPO is charged for the actual costs of the two lines. There is also an allocation of Yellow Pages costs based on two lines out of a total of 163 lines.

## Copier

---

Colored copier costs are allocated to each department based on a past use study that estimated the per copy fee structure. The study indicated 11.53% of colored copies were attributable to the MPO.

## Software

---

All software charges are directly connected to a UPWP work activity illustrated in this document. If the use of the software is to be used for non-MPO related functions, the cost of the item would be allocated to the MPO on a percentage basis it contributes to MPO planning functions.

## Other Supply Costs

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Small supply costs such as pens, paper, folders, etc. are not charged to the MPO. The City of Janesville provides these supplies. Larger supply items, such as bike/ped monitoring, traffic monitoring, tablets, and computers, may be charged to the MPO only if the use of the item is directly related to the MPO. One example would be the MPO Coordinator's computer. If the use of the supply item is to be used for non-MPO related functions, the cost of the item would be allocated to the MPO on a percentage basis it contributes to MPO planning functions.

## Indirect Costs

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MPO 2022 detailed staff wages are *estimated* as follows:

- **Wages:** \$111,155 (71.8%)
- **Wisconsin Retirement System (WRS):** \$6,660 (4.3%)
- **Federal Insurance Contributions Act (FICA):** \$8,515 (5.5%)
- **Health Insurance:** \$28,176 (18.2%)
- **Life Insurance:** \$310 (0.2%)
- **Total: \$154,812**

# Appendix C: Janesville Area MPO UPWP Checklist

## Cover PAGE

1. Name of MPO agency & area represented

2. FY of UPWP

3. Contact Information for MPO

## TITLE PAGE

4. Name of MPO Agency & area represented

5. Contact person & information

6. FY of UPWP

7. Agencies providing funds or support – including agencies' logos

8. USDOT Disclaimer

Introduction/preface

9. Table of Contents

10. MPO Approval Resolution-signed

11. Self-Certification (signed)

12. Prospectus

13. Committee Lists (responsibilities, meetings)

14. Staff: names, positions, and responsibilities with percentage of time they will spend on MPO work activities

15. Map: Regional MPO Coverage Area

15a. Planning Boundary

15b. Urbanized Area Boundary

- ☒ 16. Ten Planning Factors
- ☒ 17. UPWP
  - ☒ 17a. Definition of UPWP purpose
  - ☒ 17b. Summary of previous Year's accomplishments
  - ☒ 17c. Status of current activities
- ☒ 18. Work Elements (description of major work products & tasks)
  - ☒ 18a. UPWP
  - ☒ 18b. Administration
  - ☒ 18c. TIP: Development/Maintenance
  - ☒ 18d. LRTP – Development/Maintenance
  - ☒ 18g. Multimodal Planning
    - ☒ 18gi. Bicycle/Pedestrian
  - ☒ 18i. Public Involvement Plan – Update
  - ☒ 18j. Surveillance (Data Collection)
  - ☒ 18k. Project/Corridor Studies
  - ☒ 18l. Special Studies
  - ☒ 18m. TSM/TDM Planning
  - ☒ 18n. TE Planning
- ☒ 19. Performance Management
- ☒ 20. Summary of Budget Revenues
  - ☒ Budget Summary
  - ☒ Funding Sources
- ☒ 21. Indirect Cost Allocation Plan
  - ☒ Direct Costs

Indirect Costs

Indirect Cost Rate Proposal

22. Carry-over of unspent funds

23. Current Signed Title VI Nondiscrimination Agreement

24. Link to current Title VI Program

25. Annual Meeting Schedule

# Appendix D: Signed Self-Certification

## RESOLUTION 2022-06

### A Resolution Adopting the 2023 Unified Planning Work Program for the Janesville Metropolitan Planning Area

**WHEREAS**, the Janesville Area Metropolitan Planning Organization Policy Board is recognized by the Governor of Wisconsin, the Federal Highway Administration (FHWA) and the Federal Transit Administration (FTA) as the urban transportation planning policy body with responsibility for carrying out the urban transportation planning process in accordance with federal regulations.

**NOW THEREFORE BE IT RESOLVED**, that the Policy Board of the Janesville Area Metropolitan Planning Organization adopts the *2023 Unified Planning Work Program* for the Janesville Metropolitan Planning area as being consistent with the *Janesville Area 2020-2050 Long-Range Transportation Plan*; and the Janesville Transit System's *Transit Development Plan* of 2018.

**BE IT FURTHER RESOLVED**, that the Policy Board certifies that the requirements of Section 134 of Title 23, CFR 450 (the Federal Transit Administration's and Federal Highway Administration's regulations for urban transportation planning), Title VI of the *Civil Rights Act* of 1964 and the Title VI assurance executed by the State of Wisconsin under 23 U.S.C. 140 and 29 U.S.C. 794, the *Fixing America's Surface Transportation (FAST) Act* (P.L. 114-94), and all applicable ADA requirements are met.

**AND BE IT FURTHER RESOLVED**, that the Janesville Area Metropolitan Planning Organization Policy Board approves the *2023 Unified Planning Work Program*.

ADOPTED:

OCTOBER 24 2022

APPROVED:

Paul J. Williams  
(Chair, MPO Policy Board)

ATTEST:

Debra J. Cook  
(MPO Director)



# JANESVILLE AREA

*Metropolitan Planning Organization (MPO)*

**2022 Janesville Area MPO Unified Planning Work Program (UPWP)**

**Janesville, WI**

Autumn 2021

Janesville Area Metropolitan Planning Organization (MPO)